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UNCLAS SECTION 01 OF 05 ROME 001370

SIPDIS

SENSITIVE

STATE FOR IO/FO, IO/EDA BEHREND AND KOTOK
STATE ALSO FOR E, EB, OES
USAID FOR AA/EGAT SIMMONS, AA/DCHA WINTER,
OFDA FOR MENGHETTI
USDA/FAS FOR REICH, HUGHES AND CHAMBLISS

FROM U.S. MISSION TO THE UN AGENCIES IN ROME

E.O. 12958: N/A

TAGS: [EAID](#) [AORC](#) [EAGR](#) [KUNR](#) [FAO](#)

SUBJECT: [FAO'S EMERGENCY PROGRAMS](#): OVERVIEW

1. (SBU) SUMMARY: IN 2003, FAO DELIVERED \$211 MILLION IN EMERGENCY ASSISTANCE IN THE AGRICULTURE AND FOOD SECURITY SECTOR TO CRISIS AREAS AROUND THE GLOBE. FAO PROVIDES SEEDS, TOOLS, FERTILIZER AND FISHING GEAR; ASSISTS IN CROP PROTECTION AND LIVESTOCK REPLENISHMENT; REACTIVATES VETERINARY AND OTHER AGRICULTURAL SERVICES; REPAIRS IRRIGATION INFRASTRUCTURE; AND PROVIDES TECHNICAL EXPERTISE AND COORDINATES UN AGENCY AND NGO ACTIVITIES. THE AIM IS TO PROTECT AND RESTORE AGRICULTURE-BASED LIVELIHOODS AND LESSEN DEPENDENCE ON FOOD AID. FAO HAS JUST ESTABLISHED A RAPID RESPONSE SPECIAL FUND FOR EMERGENCY AND REHABILITATION ACTIVITIES TO PERMIT SWIFTER STARTUPS OF EMERGENCY AID. FAO'S EMERGENCY PROGRAMS ARE FUNDED ALMOST ENTIRELY FROM VOLUNTARY DONOR CONTRIBUTIONS, AND THESE HAVE FALLEN FAR SHORT OF IDENTIFIED NEEDS. ACCORDING TO UNOFFICIAL FAO STATISTICS, U.S. CONTRIBUTIONS IN CY 2000-2003 AVERAGED \$6.1 MILLION. FAO'S EMERGENCY ASSISTANCE IS A HIGHLY COST-EFFECTIVE WAY TO ADDRESS FOOD INSECURITY FOLLOWING NATURAL OR MAN-MADE EMERGENCIES. WE BELIEVE THAT A MEASURABLY HIGHER LEVEL OF U.S. CONTRIBUTION WOULD BE JUSTIFIED AND WOULD ENJOY A GOOD COST-BENEFIT RETURN IN TERMS OF LESSENING THE OVERALL BURDEN ON U.S. FOOD ASSISTANCE PROGRAMS. END SUMMARY.

2. (U) ON MARCH 10, FAO ASSISTANT DIRECTOR GENERAL FOR TECHNICAL COOPERATION HENRI CARSLADE AND DIRECTOR OF THE EMERGENCY OPERATIONS AND REHABILITATION DIVISION (TCE) ANNE BAUER LED AN INFORMAL BRIEFING FOR DONOR REPRESENTATIVES IN ROME ON FAO'S EMERGENCY ACTIVITIES. THE FOLLOWING IS A SYNOPSIS OF FAO'S PRESENTATION. MORE DETAILED DISCUSSION OF FAO EMERGENCY ACTIVITIES IN SPECIFIC COUNTRIES AND REGIONS IS BEING REPORTED SEPTTEL.

BACKGROUND: FAO'S TECHNICAL COOPERATION DEPARTMENT

3. (U) THE TECHNICAL COOPERATION DEPARTMENT (TCD) HAS OVERALL RESPONSIBILITY FOR THE OPERATIONAL ACTIVITIES OF THE ORGANIZATION, INCLUDING POLICY ASSISTANCE, INVESTMENT SUPPORT AND THE OVERALL MANAGEMENT OF ACTIVITIES ASSOCIATED WITH THE FORMULATION AND IMPLEMENTATION OF IN-COUNTRY, SUBREGIONAL AND REGIONAL PROGRAMS AND PROJECTS, INCLUDING THOSE IN RESPONSE TO A NATURAL OR MAN-MADE DISASTER. IT MANAGES THE TECHNICAL COOPERATION PROGRAM (TCP) AND MOBILIZES RESOURCES FOR OPERATIONAL ACTIVITIES FROM GOVERNMENTAL, PRIVATE SECTOR AND OTHER NON-GOVERNMENTAL SOURCES. MOST OF THE HUMAN RESOURCES ARE PROVIDED FROM PROJECT, SUPPORT-COST OR OTHER EXTRA-BUDGETARY FUNDS, ALTHOUGH A SUBSTANTIAL CONTRIBUTION IS PROVIDED FROM FAO'S OWN BUDGET.

FAO'S ROLE IN EMERGENCIES

4. (U) FAO SEES ITS ROLE IN DISASTERS AS RESPONDING TO NEEDS FOR EMERGENCY ASSISTANCE IN THE AGRICULTURAL, LIVESTOCK AND FISHERIES SECTORS IN DEVELOPING COUNTRIES AFFECTED BY EXCEPTIONAL NATURAL OR HUMAN-INDUCED CALAMITIES. THE PRINCIPAL ACTIVITIES IT UNDERTAKES IN SUCH SITUATIONS INCLUDE DISTRIBUTION OF SEEDS, SEEDLINGS, HAND TOOLS, FERTILIZERS AND FISHING GEAR. FAO ALSO PROVIDES SERVICES WITH REGARD TO CROP PROTECTION, LIVESTOCK REPLENISHMENT, REACTIVATION OF VETERINARY AND OTHER SERVICES, REPAIR OF IRRIGATION INFRASTRUCTURE, AND THE PROVISION OF TECHNICAL EXPERTISE AND COORDINATION OF OTHER UN AND NGO PARTNERS IN THE AGRICULTURE AND FOOD SECURITY SECTOR. THESE ACTIVITIES ARE AIMED AT PROTECTING AND RESTORING AGRICULTURE-BASED LIVELIHOODS AND BRINGING END TO DEPENDENCY ON FOOD AID BY POPULATIONS

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ICULTURE AND FOOD
SECURITY SECTOR TO CRISIS AREAS AROUND THE GLOBE. FAO

PROVIDES SEEDS, TOOLS, FERTILIZER AND FISHING GEAR;
ASSISTS IN CROP PROTECTION AND LIVESTOCK REPLENISHMENT;
REACTIVATES VETERINARY AND OTHER AGRICULTURAL SERVICES;
REPAIRS IRRIGATION INFRASTRUCTURE; AND PROVIDES TECHNICAL
EXPERTISE AND COORDINATES UN AGENCY AND NGO ACTIVITIES.
THE AIM IS TO PROTECT AND RESTORE AGRICULTURE-BASED
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MEASURABLY HIGHER LEVEL OF U.S. CONTRIBUTION WOULD BE
JUSTIFIED AND WOULD ENJOY A GOOD COST-BENEFIT RETURN IN
TERMS OF LESSENING THE OVERALL BURDEN ON U.S. FOOD
ASSISTANCE PROGRAMS. END SUMMARY.

12. (U) ON MARCH 10, FAO ASSISTANT DIRECTOR GENERAL FOR
TECHNICAL COOPERATION HENRI CARSALADE AND DIRECTOR OF THE
EMERGENCY OPERATIONS AND REHABILITATION DIVISION (TCE)
ANNE BAUER LED AN INFORMAL BRIEFING FOR DONOR
REPRESENTATIVES IN ROME ON FAO'S EMERGENCY ACTIVITIES.
THE FOLLOWING IS A SYNOPSIS OF FAO'S PRESENTATION. MORE
DETAILED DISCUSSION OF FAO EMERGENCY ACTIVITIES IN
SPECIFIC COUNTRIES AND REGIONS IS BEING REPORTED SEPTEL.

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OTHER SERVICES, REPAIR OF IRRIGATION INFRASTRUCTURE, AND
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HIGHLIGHTED THE IMPORTANCE AND DIFFICULTY OF MANAGING THE
TRANSITION FROM RELIEF TO DEVELOPMENT, PARTICULARLY IN
COMPLEX EMERGENCIES. HE NOTED THE PARTICULAR CHALLENGES
IN POST-CONFLICT SITUATIONS, WHERE THE TRANSITION FROM
CONFLICT TO PEACE IS A FRAGILE PROCESS THAT REQUIRES
INTERNATIONAL SUPPORT. (SEE ALSO PARAS 8-9.) CARSALADE
STRESSED FAO'S ROLE AS A COORDINATOR OF DONOR
INTERVENTIONS IN THE AGRICULTURAL SECTOR IN AFFECTED
AREAS. HE MADE SPECIAL REFERENCE TO THE IMPORTANCE OF
ENHANCING COORDINATION BETWEEN FAO AND WFP, NOTING THAT
HE AND WFP DEPUTY EXECUTIVE DIRECTOR FOR OPERATIONS JEAN-
JACQUES GRAISSE HAD SENT A LETTER IN NOVEMBER 2003 TO ALL
THEIR RESPECTIVE OFFICES IN THE FIELD AND TO RELEVANT
OFFICES IN ROME TO URGE THEIR ENGAGEMENT IN IMPROVING
COORDINATION (SEPTEL).

2003 CONTRIBUTIONS

16. (U) CONTRIBUTIONS TO FAO EMERGENCY OPERATIONS,
EXCLUDING IRAQ, AMOUNTED TO \$74 MILLION, OF WHICH \$15
MILLION CAME FROM FAO'S OWN TCP RESOURCES AND \$59 MILLION
FROM DONORS, INCLUDING THE U.S. (SEE PARA 15 BELOW), AND
OTHER UN PARTNERS. IN 2000, 2001 AND 2002, TOTAL
CONTRIBUTIONS (EXCLUDING OIL FOR FOOD) WERE \$64 MILLION,

\$70 MILLION AND \$82 MILLION, RESPECTIVELY.

2003 DELIVERIES

17. (U) AS FOR DELIVERY IN 2003, THE TOTAL AMOUNTED TO \$211 MILLION. THE PRINCIPAL BENEFICIARIES AND APPROXIMATE AMOUNTS DELIVERED, IN MILLION OF DOLLARS, WERE:

IRAQ	111.
AFGHANISTAN	16.2
GREAT LAKES REGION	13.2
SOUTHERN AFRICA	9.8
ANGOLA	9.6
SUDAN	5.0
ETHIOPIA	4.1
BURUNDI	2.9
SOMALIA	2.4
WESTERN AFRICA	2.0
TAJIKISTAN	1.8
SRI LANKA	1.8
DPR KOREA	1.7
KOSOVO	1.6

18. (U) BAUER ACKNOWLEDGED THAT THE ABOVE FIGURES MAY APPEAR LOW WHEN COMPARED WITH THE FINANCING RECEIVED BY WFP, BUT SHE CONTENDED THAT THE PRACTICAL RESULT OF FAO OPERATIONS IN TERMS OF INCREASED LOCAL FOOD PRODUCTION WAS EQUIVALENT TO SEVERAL BILLIONS DOLLARS OF FOOD AID THAT WOULD HAVE BEEN NECESSARY TO REPLACE THE FOOD THESE PROGRAMS GENERATED. BAUER ALSO POINTED OUT THE LARGE IMBALANCES IN DONATIONS UNRELATED TO DIFFERENT NEEDS, WITH SOME COUNTRIES RECEIVING FAR MORE GENEROUS SUPPORT FROM DONORS THAN OTHERS.

CONSEQUENCES OF UNDERFUNDING

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CONSEQUENCES OF UNDERFUNDING -----

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OF THE PROTECTION AND RESTORATION OF AGRICULTURAL LIVELIHOODS HAS HAMPERED FAO'S CAPACITY TO BE AN EFFECTIVE PARTNER TO WFP. THIS, THEY BELIEVE, HAS HAD VARIOUS NEGATIVE CONSEQUENCES, INCLUDING:

- CONTINUED DEPENDENCE ON FOOD AID;
- CONTINUING TENSION OVER SCARCE RESOURCES LEADING TO INCREASED OR NEW CONFLICTS;
- PRESSURE ON PEOPLE TO ADAPT OR CHANGE THEIR LIVELIHOODS; AND
- PRESSURE ON PEOPLE TO MOVE IN SEARCH OF WORK, CAUSING SOCIAL DISRUPTIONS AND POSSIBLE INCREASES IN PROBLEMS SUCH PROSTITUTION, HIV/AIDS, TRUANCY AND CHILD LABOR.

POST-CONFLICT TRANSITION -----

10. (U) RICHARD CHINA, COORDINATOR OF THE REHABILITATION AND HUMANITARIAN POLICIES UNIT, MADE A PRESENTATION ON FAO'S EVOLVING ROLE IN POST-CONFLICT TRANSITIONS. SOME 30 COUNTRIES ARE AFFECTED BY MULTI-FACETED AND PROTRACTED CRISES WHERE AUTHORITY HAS BROKEN DOWN DUE TO CONFLICT. IN SUCH COMPLEX EMERGENCIES, OPTIONS FOR REBUILDING INFRASTRUCTURE AND INSTITUTIONS ARE LIMITED, AND THE FOCUS IS MAINLY ON LIFE-SAVING ASSISTANCE AND, TO SOME EXTENT, THE PROTECTION OF LIVELIHOODS. TRANSITIONS FROM CONFLICT TO PEACE ARE RARELY LINEAR, AND PLANNING MUST ANTICIPATE REVERSALS. THERE IS A SIMULTANEOUS NEED FOR EMERGENCY RELIEF (TO SAVE LIVES), REHABILITATION (TO INITIATE RECONSTRUCTION AND PROTECT LIVELIHOODS) AND DEVELOPMENT (TO ADDRESS LONGER-TERM OBJECTIVES).

11. (U) ACCORDING TO R. CHINA, FAO'S COMPARATIVE ADVANTAGE IN SUCH CONTEXTS LIES IN ITS ABILITY TO:

- PROVIDE TECHNICAL ASSISTANCE FOR ASSESSMENT OF PRIORITIES, INFORMATION SHARING AND STANDARD SETTING FOR ALL ACTORS IN THE PROTECTION AND REHABILITATION OF RURAL LIVELIHOODS;
- REDUCE DONORS' TRANSACTION COSTS AND ASSURE QUALITY OF IMPLEMENTATION BY NGOS; AND
- PROVIDE TWO-WAY LINKS WITH FAO'S NORMATIVE WORK AND CAPACITY BUILDING TOWARDS APPROPRIATE POLICIES.

HE CITED EXAMPLES OF FAO INVOLVEMENT IN NE SRI LANKA, LIBERIA, SUDAN, AND LOOMING NEEDS IN HAITI, COLOMBIA AND COTE D'IVOIRE.

SPECIAL FUND FOR EMERGENCY AND REHABILITATION ACTIVITIES -----

12. (U) WITH THE ENDORSEMENT OF THE FAO PROGRAM AND FINANCE COMMITTEES, FAO IS ESTABLISHING IN MARCH-APRIL 2004 A RAPID RESPONSE FUND FOR EMERGENCY AND REHABILITATION ACTIVITIES, WITH A TARGET FUNDING LEVEL OF \$2 MILLION. ACCORDING TO BAUER, SUCH A FUND IS NEEDED TO ASSURE OR PERMIT:

- EARLY INVOLVEMENT IN EMERGENCY OPERATIONS;
- ESTABLISHMENT OF EMERGENCY COORDINATION UNITS;

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-- REDUCE DONORS' TRANSACTION COSTS AND ASSURE QUALITY OF
IMPLEMENTATION BY NGOS; AND

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CAPACITY BUILDING TOWARDS APPROPRIATE POLICIES.

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-- AN EARLY START AND PREPARATION OF A PROGRAM FRAMEWORK
AND PROJECTS;

-- CONTINUITY IN THE FUNDING OF EMERGENCY COORDINATORS;
AND

-- FINANCING FOR REHABILITATION ADVISERS DURING POST-
CONFLICT TRANSITIONS AND THE PROGRAMMING OF TRANSITION
ACTIVITIES.

13. (U) THE SPECIAL FUND WILL OPERATE ACCORDING TO THE
FOLLOWING PRINCIPLES:

-- DIRECT CONTRIBUTIONS FROM DONORS;

-- DONOR FUNDING FOR SPECIFIC PROJECTS WILL BE PRE-
FINANCED FROM THE SPECIAL FUND, PENDING RECEIPT OF THE
FUNDS SPECIFICALLY EARMARKED CONTRIBUTION;

-- FUND BALANCES ON COMPLETED PROJECTS WILL BE RETAINED
OR TRANSFERRED, AS AUTHORIZED BY DONORS;

-- INTEREST EARNINGS OF PROJECT FUND BALANCES WILL BE
RETAINED OR TRANSFERRED, PER DONOR INSTRUCTIONS;

-- TRANSFER OF A SHARE OF FUNDS FROM THE DIRECT OPERATING
COST RECOVERY ACCOUNT.

14. (U) NOW THAT THE SPECIAL FUND HAS BEEN ESTABLISHED
INSTITUTIONALLY, FAO WILL BEGIN A FORMAL APPEAL FOR DONOR
SUPPORT.

U.S. CONTRIBUTIONS

15. (U) ACCORDING TO INFORMAL FAO STATISTICS, U.S. CONTRIBUTIONS TO THE ORGANIZATION'S EMERGENCY ACTIVITIES IN RECENT YEARS, IN MILLIONS OF DOLLARS, WERE:

CY 2000	\$4.2
CY 2001	\$5.6
CY 2002	\$8.3
CY 2003	\$6.5
CY 2004	\$3.0 (TO DATE)

THE ABOVE FIGURES MAY DIFFER FROM USG STATISTICS BECAUSE OF THE CALENDAR/FISCAL YEAR DIFFERENCE, ROUNDING, AND WHETHER THE ACTUAL DATE OF FUND TRANSFER OR THE PROJECT IMPLEMENTATION DATE IS USED FOR CREDITING CONTRIBUTIONS.

16. (U) U.S. CONTRIBUTIONS TO FAO EMERGENCY PROJECTS IN CY 2000-2004 (TO DATE), ACCORDING TO AN UNOFFICIAL FAO TALLY AND SUBJECT TO THE SAME CAVEATS GIVEN ABOVE, WERE ALLOCATED PRINCIPALLY TO THE FOLLOWING COUNTRIES OR PROGRAMS:

AFGHANISTAN	\$5.9
ANGOLA	\$5.6
SUDAN	\$3.8
BURUNDI	\$2.2
SOMALIA	\$1.4
DR CONGO	\$1.3
AF REGIONAL OFFICE	\$1.3
GEORGIA	\$1.0
FYR MACEDONIA	\$1.0
REP. CONGO	\$0.9

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-- AN EARLY START AND PREPARATION OF A PROGRAM FRAMEWORK AND PROJECTS;

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SUDAN	\$3.8
BURUNDI	\$2.2
SOMALIA	\$1.4

DR CONGO	\$1.3
AF REGIONAL OFFICE	\$1.3
GEORGIA	\$1.0
FYR MACEDONIA	\$1.0
REP. CONGO	\$0.9

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TO LIBERIA, ETHIOPIA, AND WEST
BANK/GAZA.

COMMENT

17. (SBU) FAO'S EMERGENCY ASSISTANCE HAS PLAYED AN IMPORTANT ROLE IN CRISES AROUND THE WORLD, RESTORING AGRICULTURE-BASED LIVELIHOODS AND FOSTERING INCREASED SELF-RELIANCE AND LESSENING DEPENDENCY ON FOOD AID. FAO HAS IN RECENT YEARS WORKED TO STRENGTHEN ITS EFFORTS IN THIS AREA, INCLUDING IMPROVED EMERGENCY NEEDS ASSESSMENTS. OVER THE PAST TWO YEARS, U.S. MISSION OFFICERS HAVE VISITED NUMEROUS CRISIS AREAS, AND HAVE GIVEN HIGH MARKS TO FAO FIELD STAFF AT MOST, THOUGH NOT ALL, OF THESE LOCATIONS. WE WERE PARTICULARLY IMPRESSED BY FAO'S EMERGENCY WORK IN DR CONGO AND SOUTHERN AFRICA. FAO HAS ALSO MOVED AGGRESSIVELY TO UPGRADE THE QUALITY OF ITS EMERGENCY SUPERVISORY STAFF.

18. (SBU) THE USG HAS BEEN A GENEROUS CONTRIBUTOR OF FOOD AID TO COUNTRIES AND REGIONS IN CRISIS, HAVING CONTRIBUTED WELL OVER \$1 BILLION IN FY 2003. AGAINST THIS FIGURE, USG CONTRIBUTIONS TO FAO EMERGENCY ACTIVITIES -- WHICH ARE GEARED TO FOSTER A TRANSITION FROM RELIEF TO DEVELOPMENT -- HAVE AVERAGED A MODEST \$6 MILLION. GIVEN THE UNMET NEEDS IN THIS AREA, WE BELIEVE THAT A MEASURABLY HIGHER LEVEL OF U.S. CONTRIBUTION WOULD BE JUSTIFIED, AND OFTEN HIGHLY COST EFFECTIVE IN TERMS OF LESSENING THE OVERALL BURDEN OF FOOD ASSISTANCE.

19. (U) BAGHDAD, KABUL, KHARTOUM, PORT AU PRINCE
MINIMIZE CONSIDERED.

HALL

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TO LIBERIA, ETHIOPIA, AND WEST
BANK/GAZA.

COMMENT

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19. (U) BAGHDAD, KABUL, KHARTOUM, PORT AU PRINCE
MINIMIZE CONSIDERED.

HALL

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